

This record is a partial extract of the original cable. The full text of the original cable is not available.

C O N F I D E N T I A L SECTION 01 OF 03 BRUSSELS 004625

SIPDIS

DEPT FOR NEA/FO, NEA/IPA, NEA/NGA, NEA/IR, NEA/PI, EUR/ERA

E.O. 12958: DECL: 10/27/2009

TAGS: [PREL](#) [PGOV](#) [ETRD](#) [KNNP](#) [IZ](#) [IR](#) [IS](#) [EUN](#) [USEU](#) [BRUSSELS](#)

SUBJECT: NEA A/S BURNS' CONSULTATIONS WITH EU ON IRAQ,  
IRAN, FFTF AND MEPP

Classified By: USEU POL MINCOUNS KYLE SCOTT; REASONS 1.4 (B,D)

Summary

-----

**11.** (C) A/S Burns met October 22 with senior EU officials on the way back from his most recent trip to the region. Topics discussed were Iraq, Iran, Forum for the Future (FFTF) preparations, and the Middle East Peace Process (MEPP). The EU outlined its plans to support elections in Iraq, and also discussions underway on a possible EU presence in Iraq. EU-Iranian discussions the previous day in Vienna were characterized as good, but will require several additional meetings before the November IAEA Board of Governors meeting to see if the Iranians will yield. A/S Burns updated the Commission on Moroccan plans for the FFTF meeting, and reviewed unresolved issues of participation and how to deal with education questions. Javier Solana expressed frustration with the Israeli approach to the MEPP, but underscored his determination to ensure that EU member states remained committed to the Quartet process rather than pursuing independent initiatives. It was suggested the Sharm el Sheikh meeting could become an important venue for discussing approaches to many of these issues. EU Special Representative for the Middle East Peace Process Marc Otte took advantage of Burns' visit to hold an informal meeting of Quartet envoys, where the group discussed plans for the AHLC, now scheduled for December 8 in Oslo. End Summary.

Iraq - Elections Are Key

-----

**12.** (C) A/S Burns briefed EU officials on the current situation in Iraq. Key US goals are supporting PM Allawi's efforts at rebuilding the security apparatus, advancing political reconciliation (especially with disaffected Sunnis), and allowing economic reconstruction to proceed. The success of the UN's efforts to organize elections in January will prove a key milestone. Christian Leffler, Middle East Director for the Commission, agreed that the elections were critical, and outlined EC efforts to support the UN. The Commission has decided to increase its contributions to this effort by an additional 30 million euros. He had just received approval to send reinforcements to Baghdad to support the UN team. The Commission hopes they will operate under Carlos Valenzuela's umbrella, but noted they will remain separate so as not to exceed the ceiling for UN personnel. That said, Leffler noted that the Commission hopes their officials can make use of security provided the UN team, so as to reduce costs for the Commission.

**13.** (C) Leffler said the Commission has concluded that the conditions in Iraq are simply not right for meaningful international observation of the elections. Instead, the EC intends to concentrate on training trainers/observers to allow Iraqis to better organize the observation effort. In parallel, the EU intends to organize "process observation." These process monitors will be based in both Baghdad and Amman, and will look at the organization of the overall process, in order to be able to pronounce on its fairness and organization after election day. A/S Burns urged close coordination with the UN.

EU "Rule of Law Mission" Inside Iraq?

-----

**14.** (C) Peter Feith, Council Deputy Director General for Security and Defense Policy, briefed A/S Burns on his recent visit to Baghdad and Council proposals to establish a "rule of law mission" in Iraq to support training senior police, judges, prosecutors, and perhaps also prison officials. His office has presented options to the member states on how to carry out this mission, ranging from a full-fledged training effort in both Baghdad and Basra, to a small advisory presence in Iraq with training conducted outside the country. The member states had reviewed these proposals for the first time October 22, and would return to them again October 26. DG Robert Cooper suggested the French would likely oppose an EU mission inside Iraq. Feith agreed, but said he hoped the member states would eventually decide on an option which would include some sort of EU presence inside Iraq. Feith hopes the member states will reach agreement in the coming

days, so that this proposal can be combined with the Commission's proposals, and presented to PM Allawi when he travels to Brussels for the November 5 Council session. He hopes to send a planning team to Baghdad soon thereafter, with the goal of launching the mission soon after the January elections.

15. (C) Cooper asked about a long-term US military presence in Iraq, suggesting that a sensible policy would be "organize elections, train the Iraqi army, and get out." He emphasized that it was important for the EU that Iraq end well, and underscored that this would also help transatlantic relations "get past the bad blood of the past." In all these issues, Cooper emphasized that "it would help if there were some sort of Franco-American reconciliation." Solana also cautioned that PM Allawi's public criticism of France made reaching agreement within the EU more difficult.

Iran: Good Start, More Meetings To Come

---

16. (C) Secretary General Javier Solana and Cooper both described the October 21 meeting in Vienna with the Iranians as a "good start." According to Cooper, the Iranians accepted the EU-3 paper without reactions, other than to note that it was imbalanced because it contained requests for concrete action by Iran in exchange for promises from the EU.

Still, Cooper considered it encouraging that the Iranians suggested the process of consultations on the package needed to go faster than planned, and suggested several more meetings to discuss the package prior to the IAEA BOG.

Cooper admitted that "noises from Tehran are not encouraging," but felt reassured that in Vienna the Iranians at least appeared ready to talk. According to Cooper, the Iranians indicated that they had thought through further steps already, have studied the composition of the BOG and the UNSC, and asked how the West expected to deliver on its "threats."

17. (C) Cooper regretted that the next IAEA BOG meeting came so soon, suggesting all parties may need more time. The EU-3 (plus Cooper) will meet again with the Iranians the week of October 25 to continue discussions on the EU's package, and a third round of talks are likely the second week in November. Solana also echoed Cooper's hint of weak EU resolve, saying "New York is still an open question." He also urged the US to find some way to talk directly to the Iranians, suggesting that the margins of the Sharm el Sheikh meeting might prove useful in that regard. A/S Burns emphasized that we still considered referral to the Security Council the best step, and noted that our skepticism about Iranian intentions remains deep.

MEPP: Keeping Everyone on the Ranch

---

18. (C) Solana concentrated his meeting with A/S Burns on the MEPP. He was agitated, and openly frustrated, especially with the Israelis and Weissglas' statement in particular. The only appropriate response, Solana suggested, is to begin to define final status issues. He complained that senior American officials are not aware enough of the unnecessary suffering and brutality the Israelis are inflicting on the Palestinian population.

19. (C) Solana emphasized that the EU fully recognized the weaknesses in Palestinian leadership as well. (Solana met with Nabil Sha'ath immediately before his meeting with A/S Burns. Otte said the basic message to Sha'ath had been "if you want the EU to help you, you must act responsibly.") A/S Burns underscored to Solana that independent European initiatives, such as those being hinted at by the Spanish and French FM's, were unhelpful, and would be exploited by the Palestinians to avoid taking responsible actions on their own. Solana agreed, and reassured Burns that he will keep his members committed to the Roadmap as the only way forward. Burns emphasized that support for Gaza withdrawal was part of a larger picture that includes the entire Roadmap, and could also have an impact on events elsewhere in the Middle East.

Preparing for the Ad Hoc Liaison Committee (AHLC)

---

110. (C) Leffler stressed the need for careful preparation for the AHLC, now scheduled for December 8 in Oslo. Otte suggested it might be useful if major donors coordinated in advance of the session. Leffler emphasized the need to keep this group limited. He suggested only the US, EU, World Bank, and UNRWA be included (as well as the Norwegian hosts).

Leffler also expressed frustration with the World Bank's reluctance to share the results of its study with major donors, saying the need to give their results to the US and EU at least in the near future. In the informal lunch that Otte arranged for Quartet envoys, preparation for the AHLC was a primary topic for discussion.

Forum For the Future

-----  
111. (C) A/S Burns briefed on his meetings in Morocco on FFtF planning. The ministerial is now set for December 11, using the New York format. Morocco wants broad participation, and intends to invite also Libya and Syria. Leffler noted that Iran was not being invited, and he and Cooper both opined that this was for the best. Leffler said the Commission was "not enthusiastic" about a possible invitation to Sudan. A/S Burns briefed on current thinking in Rabat about how best to approach the sensitive issue of education, and Leffler expressed sympathy with the Moroccan position. He suggested that inviting an NGO regional authority to introduce the topic of education --perhaps making a pitch directly to finance ministers at this point -- might prove more useful than high-level participation by ministers of education. This could then set the stage for a meeting by ministers of education in 2005.

112. (U) NEA A/S Burns cleared this message.

Schnabel